

## VI. VISION STATEMENT AND KEY GOALS

The Marshall community recognizes that the potentially increasing pace of future development threatens to radically change the existing “small-town” character of Marshall. Therefore, citizens expect modest growth over time, implemented in a way that both reflects and reinforces Marshall’s traditional atmosphere and identity. To this end, the Citizen Planning Committee developed the following Vision Statement in 2003, only slightly revised in this current version of the Service District Plan:

### **VISION STATEMENT**

*In the year 2050, Marshall will be known as “The Town That Works”. It will be the service center for the surrounding agricultural community, where agriculture and history-based tourism underpins the local economy and culture.*

*Marshall will be a “full-service” town capable of providing both essential and entertainment services as the “hub” of northern Fauquier County, primarily as a service center for the people who live and work in the local area. It will have maintained its identity and sense of familiarity and will reflect a balance between being a “real place” and a tourist destination. It will successfully manage the opportunities and challenges of being at the confluence of Interstate 66, Route 17 and the Norfolk-Southern railroad.*

*Marshall will have witnessed a revitalization of the core element that has defined this community for centuries – its Main Street. Residences, shops, businesses and other commercial enterprises will thrive in the historic “downtown”, drawing economic benefits from residents and visitors alike. These benefits will be visible in the appearance of Main Street and the full array of opportunities that are available.*

*Marshall will have a good balance of jobs, housing and shopping, including a full range of diverse housing types and prices. Marshall will continue to accommodate new residents, while striving to maintain its “small town” quality of life. The housing stock will reflect all walks of life, from young to old and in all income brackets. The existing traditional grid pattern of street layout and neighborhood interconnections will be retained and expanded upon as new development occurs. Tree-lined streets and networks of sidewalks, trails and bike paths will link residential neighborhoods with Main Street, other commercial and employment centers, and the various recreational facilities within and adjacent to the community.*

*The town will be very pedestrian friendly, with a human-scale streetscape and architecture, allowing people to walk comfortably and conveniently throughout. Adequate parking will be available, including on-street parallel parking to help calm traffic, as well as adequate off street parking near Main Street to support businesses, including more entertainment and commercial amenities. Additional development along Salem Avenue, the street parallel to Main Street to the north, will add depth to Main Street to support its function as a mixed-use corridor, making Marshall at least a “two-street town”.*

*Marshall will have a distinct physical center such as a central green, square or plaza, including a Community Center/Town Hall, a visitor’s center and a historical research library.*

*Both new development and redevelopment will reinforce the human scale of the town, and may include a centrally located, walkable school.*

*The gateways to Marshall will provide an attractive transition from the countryside to the town. The gateways will include a mix of uses, but the scale and style of development will be consistent with the scale and style of the town. The gateways will be viewed and planned as Marshall's front rather than rear doors, and should announce with beauty and grace the entrance to the traditional Piedmont town of Marshall.*

*Marshall will be rich in culturally stimulating activities, including festivals, fairs and other events. Marshall will build its identity around its place in American history and its agricultural focus in an era when small farm businesses, agri-tourism and locally sourced food are important to the populace of the entire region.*

*The rural landscape and livelihood will remain, and the view sheds in all directions around the town will be preserved, reinforcing the town's distinct edges. The stars in the night sky will remain visible as one moves from the town to the surrounding countryside.*

### **KEY GOALS FOR THE MARSHALL SERVICE DISTRICT**

*(as affirmed by Citizen Planning Committee)*

1. Remain a service center for the surrounding agricultural community, and the "hub" of northern Fauquier County.
2. Revitalize Main Street as the core element of Marshall, with shops, apartments, businesses and other commercial enterprises thriving in the historic "downtown".
3. Maintain the small town feel, identity, quality of life, and sense of familiarity.
4. Grow no larger than 5,000 people over the 50-year planning horizon, and no larger than 3,000 people over the next ten to fifteen years.
5. Maintain agriculture as the underpinning of the local economy and culture.
6. Preserve the rural landscape and view sheds around the town, reinforcing the distinct edges of the town, and protecting the night sky.
7. Preserve Marshall's historic buildings with a local historic district and incentives for preservation, while using gateway corridor zoning overlay districts to direct new gateway corridor development toward designs that are compatible with the historic structures.
8. Achieve and maintain a good balance of jobs, housing and shopping.

9. Achieve a full range of diverse housing types and prices - for young and old in all income brackets.
10. Maintain and enhance the existing traditional grid pattern of streets; maintain and expand neighborhood interconnections as new development occurs.
11. Provide tree-lined streets and a network of sidewalks, trails and bike paths that link residential neighborhoods with Main Street, other commercial and employment centers, and public facilities within and adjacent to the community.
12. Maintain and enhance the pedestrian friendly nature of Marshall with a human-scale streetscape and architecture.
13. Provide adequate parking, including on-street parallel parking to help calm traffic, as well as adequate off street parking near Main Street.
14. Encourage more entertainment, cultural tourism (based on the history and agricultural base of the area), and commercial amenities, while minimizing reliance on retail chains and avoiding “big box” stores, strip shopping centers and highway oriented service facilities.
15. Reflect a balance between being a “real working town” and a tourist destination catering to visitors.
16. Provide a distinct physical center such as a central green, square or plaza, including a Community Center/Town Hall.
17. Increase culturally stimulating activities, including festivals, fairs and other events.
18. Line the streets with trees, and add landscaping and green public areas throughout the Service District.
19. Develop design principles that require new development to be compatible with the existing town.
20. To the extent compatible with other goals of this plan, encourage all new development to include conservation practices and techniques designed to achieve environmental balance and sustainability, and seek to protect key environmental features to the extent reasonably feasible.

## **VII. LAND USE PLAN**

### **A. Marshall: A Town of Neighborhoods**

Like most towns, Marshall is made up of a number of areas or “neighborhoods” with their own distinct characteristics (Figure 9). Thus, the buildings lining the central section of Main Street from Winchester Road just past Frost Street tend to be more densely packed, closer to the sidewalk and to each other, taller and more urban in feel. First floor uses are overwhelmingly commercial and primarily retail. As one travels out toward either the east or west end of Main Street, the densities tend to reduce. The setbacks from the sidewalk increase, as does the space between the buildings. The average height of the buildings declines slightly as well. First floor uses include more residential mixed in with the commercial, and retail is somewhat less prevalent. Salem Avenue, currently with many undeveloped parcels, is primarily residential at the present time with mostly cottage type homes.



*This cottage style home is typical for Salem Avenue.*

The several residential neighborhoods have their own characteristics as well. Those south of Main Street tend to be the older neighborhoods of Marshall with lots, street grids and homes reminiscent of typical small town development in the late 1880’s and early 1900’s. Garages and driveways are less prominent; porches along the street more prevalent. Interspersed amongst the older neighborhoods are more recently constructed townhouse enclaves located around cul-de-sacs that tend to insulate them from the surrounding homes. North of Main Street, the houses are newer, many having been built in the 1960’s through 1990’s. They are more suburban in feel, with larger garages and wider driveways. The streets themselves are wider, and the homes slightly larger. To the east, the most established residential neighborhood is Rosstown, a small community of homes surrounding a church in a fairly traditional configuration.

The four gateways to Marshall each have their own attributes and challenges. The southern, and most active gateway retains a number of traditional homes, albeit in stages of disrepair, but also has been the most prone to the intrusions of highway commercial activity. The long eastern gateway from The Plains is closest to the industrially zoned land on its southerly edge, but also includes the beautiful new community park, the vista across the recently eased Backer property and the historic livestock exchange. The northern and western gateways are essentially residential, flowing into farmland and farmettes beyond. All four gateways should be viewed as “front doors” to our town that must play a role in announcing who we are and what kind of place Marshall aspires to be in the future. Each must reflect our civic pride in Marshall, as well as its unique visual character and identity.

The industrial section, lying between the eastern gateway and I-66 is a low area, partly field and partly woods, that already is home to a number of light industrial concerns along Whiting Road

and mostly hidden from the rest of the town. Once thought to be an undesirable land use, the current Citizens Planning Committee views the industrial area as a necessary part of the balance that makes Marshall a real and sustainable town.

The Marshall Service District Plan seeks to retain the distinctiveness of Marshall's neighborhoods, focusing on the strengths of each section of town, and implementing rules and guidelines for future development and redevelopment that play to these strengths. At the same time, the Service District Plan seeks to correct, to the extent feasible, land use and zoning errors that have been made over time to the detriment of these neighborhoods. Ideally, new development and redevelopment in Marshall's neighborhoods – be they residential or mixed use -- will take into account the following types of differentiating characteristics, and weave them into the new fabric, so that these neighborhoods themselves retain unique identities within the town:

- Topography – varies throughout the town, and can provide a unique feel to different neighborhoods;
- Views & Vistas – with mountains to the west, plains to the north and east, streams and valleys to the south;
- Streams & Stream Valleys – traverse many of the in-town parcels and can be incorporated into development activity in an environmentally responsible way;
- Other Natural Features – might include stone outcroppings, groves of specimen trees or even individual trees;
- Man Made Features – such as stone walls, cemeteries, fences, homes, barns and other buildings; and
- History – such as old stories about a person, place or event.

The County is in the process of developing pattern books for the service districts and villages. The pattern books will document existing conditions in each area including lot size and building placement, building form and massing, style, character, and distinctive features. The County will be using the pattern books to evaluate development projects and is expecting that developers will be using the pattern books to help formulate their plans and any code of development associated with new projects. The pattern book for Marshall should be completed by the end of 2010.

It is interesting that the most current thinking on town planning tends to view any town, existing or newly created, as a series of “transects” that reflect a dense core with more urban design characteristics, and progressively less dense and less urban variations toward the edges of the town. Form-based codes, a relatively new approach to zoning that focuses more on building mass and style characteristics than actual uses (in contrast to traditional zoning that focuses principally on uses rather than design), embrace the use of “transects” as an effective planning tool for capturing the different styles of a town's various neighborhoods. Thus, Marshall's existing neighborhoods fit well with the latest thinking on how towns should be planned. Whether we think of the distinct sections of Marshall as neighborhoods or transects, they are truly the building blocks of our town.

## 1. Main Street

Main Street has four distinct sections – a more dense commercial core, outlying areas to the east and west with slightly less dense development and a slightly greater amount of residential use, and a potential rail station zone at the far east end. New development should respect these distinctions, as Main Street is far too long to redevelop with intense commercial activity along its entire length. In any case, it is thought to be best to concentrate the retail commercial activity in fairly close proximity so that shoppers may experience a critical mass of shopping choices in a more walkable environment. Aside from the core central section, a second dense node would be appropriate across Main Street from the proposed rail station location where Main Street and the Norfolk Southern railroad line intersect. The design of anticipated Main Street infrastructure improvements such as sidewalks and streetscapes also should take into account the varying characteristics of Main Street, with potentially different design solutions for the different blocks of the street.

### *a. Main Street – Central*

The central section of Main Street, running from the signalized intersection with Winchester/Rectortown Road on the east to the easterly edge of the Marshall Methodist Church parcel, is where the most concentrated activity and urban vitality is expected to occur. This is the proverbial “downtown” of Marshall, where we should see pedestrian-filled sidewalks, and restaurants, retail shops, outdoor cafes, and the like all lining the street on both sides. The existing buildings are dense and often adjoining, with party walls or small alley spaces between them. This pattern should be encouraged and replicated. Curb cuts along the sidewalk are only occasional, and the sidewalk is continued through the curb cut. Additional curb cuts should be minimized, and existing curb cuts eliminated, particularly to the extent that properties in this part of town can be accessed and served from newly-built rear alleys. Retail uses should be encouraged and promoted on the first floors of the buildings, albeit with an understanding that quasi-retail service and office uses may be necessary until the critical mass of true retail can be reached.

Upper floor uses may be commercial or residential, and a mixture of such upper floor uses should be encouraged. The buildings along Main Street – Central are, on average, somewhat taller than the rest of the town today, and that pattern also should be continued. New buildings should be at least two stories, with three stories considered equally acceptable and even the occasional fourth story on a prominent corner parcel. Additional one-story buildings should not be permitted. The front facades of all new or substantially renovated buildings should meet the sidewalk directly, except for historic structures with pre-existing setbacks or where outdoor café areas are constructed. Ideally, the buildings along Main Street – Central would have their parking in the rear, and would rely for additional parking on the parallel parking spaces on Main Street and on the perpendicular streets crossing Main Street, as well as on a sprinkling of pocket parking lots accessible from Main Street, the perpendicular streets, or the parallel alleys behind.



The vision for Main Street-Central includes pedestrian filled sidewalks and outdoor cafes.



Main Street – Central also needs a significant public meeting place that acts as a focal point for the town and the community. Ideally, this public amenity would be a green common fronting on Main Street, perhaps with an attractive covered or enclosed structure that could be used for public gatherings and events. Development density in the Main Street – Central neighborhood should not exceed a .75 floor area ratio (FAR), with not more than .375 FAR being residential on the levels other than the first floor.

*Graphic on Main Street - Central development density to be added.*

*b. Main Street – East End*

The east end of Main Street, running from the signalized intersection with Winchester/Rectorstown Road east to the railroad crossing, presents an opportunity for mixed use development similar to, but less dense than, the development envisioned for Main Street - Central. The buildings on this part of the Main Street corridor, whether commercial or residential or both, would likely have space between them with small side yards rather than the zero lot line configuration envisioned for Main Street - Central. The expected shapes and massing of the buildings would suggest a slightly less urban tone than Main Street - Central, but still projecting an “in-town” feel and image. Unlike Main Street – Central, multi-family residential buildings could include street-level residential as well as second floor, but such buildings must have lobby entrances addressing the street. Two-story buildings would be the norm for Main Street – East End, with occasional one-story buildings mixed in. Setbacks from the sidewalk would be greater than in the Main Street Central area, but to facilitate green areas and landscaping rather than parking in front of the buildings. Development density in the Main Street – East End neighborhood should not exceed a .4 floor area ratio (FAR), with any or all of it being either residential or retail/commercial.



*This office building in Main Street East has the appearance of a residence.*

*c. Main Street – Rail Station Zone*

It is not far-fetched that Marshall may be served with passenger rail service at some point in the planning horizon of this Service District Plan. Indeed, planning studies and documents of the *Commonwealth of Virginia* even today make reference to the future use of the existing Norfolk Southern rail line (now used for freight only) as a potential passenger rail corridor that could ultimately run from Washington, D.C. through Manassas perhaps to Winchester. This is much more likely than passenger rail transit along the I-66 median, which is more conducive to Metro-type heavy rail service that only makes sense economically in more urban areas. Accordingly, the Service District Plan identifies as the preferred location for a passenger rail station the

Hagerstown Block site at the easterly end of Main Street. In addition to being the point of intersection of Main Street and the existing railroad alignment, this site coincidentally falls at almost exactly the geographic center of the Service District. It is therefore not surprising that



The existing silo could be re-used as part of the mixed-use development in the Rail Station Zone

this site once housed Marshall's train depot, and it would be historically significant to have a train depot in the future on the same site where it once stood. Therefore, the Hagerstown Block parcel should be identified and reserved for a future passenger rail station, while the adjacent 9-acre parcel just across Main Street should be developed in a manner that complements the potential rail station with more dense apartment use over a combination of street-activating retail and residential at the street level. Existing County

zoning regulations provide for residential densities of up to 13 units per acre for a multifamily apartment building. If combined with appropriate first floor retail uses in a mixed use format, such a density would be appropriate on such 9-acre parcel as part of Marshall's Rail Station Zone. While two-story buildings would be the norm for Main Street – East End, the Rail Station Zone could have three story buildings, or even the occasional fourth story on a prominent corner. Redevelopment of the existing, multi-story storage building on the Hagerstown Block site could become a prominent and pleasing feature of the Rail Station. Development density in the Rail Station Zone should not exceed a 2.0 floor area ratio (FAR), with not less than .25 FAR being retail or other commercial, and with a residential density on the 9-acre parcel not to exceed 13 units per acre, the density used elsewhere in the County for multi-family housing. (For purposes of computing build-out, no residential density has been assigned to the Hagerstown Block parcel, as it is expected to be the site of the station and associated retail uses only.

*d. Main Street – West End*

The west end of Main Street, running from the easterly edge of the Marshall Methodist Church property to the intersection with Free State Road (Route 721), again presents an opportunity for mixed use development, but significantly less dense than the development envisioned for Main Street - Central. Many of the existing commercial buildings on this end of Main Street typically look like the single family homes that they once were, and this pattern should be replicated, with both front and side yards in most instances. Small clusters of attached units of residential or office over commercial space would be appropriate, but not with the consistency of the Main Street – Central area. The expected shapes and massing of the buildings would suggest a less urban tone than Main Street - Central, but still projecting an “in-town” feel and image. Some buildings might be two stories in height, although additional one story, cottage type structures also would be appropriate as well. Three story buildings would be too tall for the west end of Main Street unless the third floor was an attic dormer level incorporated into a sloped roof with



dormer windows. Multi-family residential buildings would not be encouraged at the west end of town, except for the possibility of some additional apartments above retail shops. Development density in the Main Street – West End neighborhood should not exceed a .4 floor area ratio (FAR), with any or all of it being either residential or retail/commercial.



Buildings in the Main Street-West corridor should address the street, and may have residential or commercial uses or a combination of both.

## **2. Salem Avenue Corridor**

The Salem Avenue Corridor, running from Rectortown Road (Route 710) on the east to, and through, the Cunningham property to the west, presents an opportunity for mixed use development similar to, but less dense than, the development envisioned for Main Street Central. The Salem Avenue Corridor anticipates the extension of Salem Avenue from its current terminus all the way to a new roundabout at the western end of Main Street where it currently intersects Free State Road (Route 721) which, in turn, heads south toward the westerly I-66 interchange. The desirable densities would be more akin to those at the east or west ends of Main Street (excluding the more densely developed properties in the Rail Station Zone). The buildings on the Salem Avenue corridor, whether commercial or residential or both, would likely have space between them with small side yards rather than the zero lot line configuration envisioned for Main Street - Central. A slightly lower height maximum is also envisioned, so that buildings along Salem Avenue would likely be 1 to 2 stories, but not three unless tucked into an attic dormer level. The expected shapes and massing of the buildings would suggest a less urban tone than Main Street, more suitable for a gradual transition to the residential neighborhoods beyond. An exception to this vision might be the block running from Salem Avenue back toward the current VDOT Park and Ride lot, which could be adaptable to a somewhat more dense configuration. Development density in the Salem Avenue Corridor neighborhood should not exceed a .4 floor area ratio (FAR), with any or all of it being either residential or retail/commercial. For the segment of Salem Avenue that is extended through the Cunningham tract, an FAR of .4 is acceptable, but only if this density is transferred from other parts of the Cunningham tract.

*Graphic on Salem Avenue development density to be added.*

### **3. Residential Neighborhoods**

In keeping with Marshall's small town character, all of Marshall's newly developing residential neighborhoods, as well as infill parcels in existing residential neighborhoods, are expected to conform to principles of "traditional neighborhood design" (TND). In today's town planning language, TND means narrower, tree-lined streets with sidewalks on both sides and parallel parking along at least one side of the street, if not both sides. The streets are laid out in an interconnected grid, generally rectilinear to the extent the topography allows. Lots are typically oriented so that the width along the street is the shorter dimension and the length from front to back is the longer dimension. Side setbacks are typically expressed with maximums as well as minimums, with the space between houses often as narrow as twelve to fifteen feet. TND means homes that address the street with front walks that meet the sidewalk and, in many cases, front porches. These homes would ideally have a variety of shallow minimum and maximum setbacks from the street, would vary in size and style within each block, and would sit on lots of varying size within each block as well. Their garages would be rear facing and alley served in most cases; in other cases, they might be street served with driveways limited in width to one car and sometimes shared, but never with the garage doors facing the street unless the garages are pulled back substantially from the front plane of the houses, and ideally pulled back behind the houses altogether. TND homes might vary in massing and size from one story cottages to two full stories, in either case with dormers set in a pitched roof that would add an attic level above. They might be as small as 1800 square feet and as large as 4500 square feet, and while generally freestanding, could be attached as duplexes or in small groups of townhouses (3 to 5 units) in some cases. TND neighborhoods should have public open spaces for tree and view shed preservation, pockets parks, playgrounds and walking paths. TND neighborhoods may even identify occasional lots, particularly on street corners, that may be optionally utilized for commercial uses serving the neighborhood, such as doctors' offices, day care, bakery, coffee shop, laundry or the like.

*Graphic on TND Neighborhood v. conventional subdivision to be added.*



**TND design typically emphasizes house placement close to the street, front porches and garages hidden in the rear.**

The fact that TND principles are expected to apply to all residential neighborhoods does not mean that they should all look the same. To the contrary, each residential neighborhood should have its own unique character. The lead-in paragraphs of this Section VI list a number of different types of physical, natural and historical characteristics that can provide fertile opportunities for neighborhood differentiation.

Existing examples of traditional neighborhoods, whether old or new, suggest that traditional neighborhood design can be implemented effectively at densities of between three and six residential units per gross acre of land, depending on terrain and other natural characteristics. At less than three units per acre, neighborhoods tend to look and feel more like a suburban subdivision than a town. At more than six units to the acre, density begins to crowd out the variability of lot sizes, setbacks and other design characteristics that make for interesting streetscapes within the neighborhood. In light of Marshall's desired size at ultimate build-out, a range of three to five residential units per gross acre is an appropriate planning goal and in keeping with the traditional neighborhoods already existing in the town. Depending on existing zoning densities, which vary from R-2 to R-4, as well as R-7 in the townhouse zones, three to five



*These Salem Avenue homes have a density of 5 units per gross acre.*

units per acre may be more or less density than the by-right zoning permits. Where greater density is desired, such request should come to the County in the form of an application for rezoning to the optional PRD (Planned Residential Development) zone. PRD zoning requires the submission and County approval of a very detailed Code of Development that assures any development will be constructed in accordance with strict architectural standards embracing TND principles. Securing high quality TND design in our residential areas under a Code of Development enforceable by the County is so important that some density bonus above the by-right zoning is appropriate as an incentive for encouraging PRD applications. The appropriate incentive for a particular site is necessarily subjective based on the quality and characteristics of the entire rezoning application, as well as the location of the property. As a general rule, such incentives should not exceed a density bonus of more than 15% in R2 zoned districts and 20% in R4 zoned districts, or less if the bonus increases the overall density to greater than the recommended ceiling of five units per gross acre. Desired densities above the bonus for TND development should incorporate "transferable development rights" (TDRs) into the application, but still to a maximum density of not greater than five units per gross acre. TDRs are discussed in more detail in Section VIII of the Service District Plan. Where PRD rezoning applications contemplate overall site density of less than 3.5 units per acre, the development should be clustered so that the actual density in the built areas is at least 4 units per acre in order to ensure a traditional town environment.

*a. Residential – North*

The Residential – North neighborhood encompasses all of the residentially zoned land to the north of the Salem Avenue corridor, as well as the land to the north of the Community Center on

the other side of Rectortown Road. It is bisected by the linear Northern Gateway area running immediately along both sides of Rectortown Road. The developed portion of the Residential - North neighborhood to the west of Rectortown Road mostly developed in the 1970s to 1990s in a more suburban configuration of wider streets and cul-de-sacs. However, future neighborhoods in this part of town should adhere to TND principles of design and connectivity. The large undeveloped tracts in the Residential – North area include those at the northwestern corner of town, and those parcels located within the large northern curve in the Norfolk Southern rail line to the east and west of Rectortown Road. As these tracts are developed, their newly constructed TND streets should, to the extent possible, connect to the neighborhood streets now existing so that the residents of all of the neighborhoods in the Residential – North area experience a sense of connection rather than isolation. Existing residential zoning in this area is principally R-2, with a few small pockets of R-4. However, TND design at densities of up to five units per acre are acceptable, but only with strict design controls to ensure their development within adopted TND standards, and with the use of TDRs to the extent above the appropriate TND bonus. Ideally, only the portions of these parcels closest to town should be developed, with the areas closer to the railroad tracks remaining open and rural. Each of these parcels would be an ideal candidate for possible reductions in by-right development potential through PDR purchases and other strategies where the community, working cooperatively with the landowners involved, could attempt to concentrate more compact traditional neighborhood development closer to the center of town. The Residential – North area is also a potential location for a future school site in Marshall – one that would be close enough to substantial residential concentrations to permit a large number of walking students, but also close enough to the western gateway to facilitate efficient access (via Salem Avenue extended) for school buses and automobiles to the western interchange on I-66.

*b. Residential – South*

In the residential area south of Main Street, the existing lot layouts generally conform to the principles of TND, although the neighborhood streets themselves generally lack the TND amenities like sidewalks and street trees. Development density is typically greater than four units to the gross acre, and closer to five. Over time, these existing streets should be improved to the same TND standards prescribed for the new neighborhoods, and infill development should be approved under rules that permit, promote and even require these upgrades. The two large undeveloped tracts in this area are Carter’s Crossing (closest to Route 17) and Cannon Ridge (just to the west of Carter’s Crossing). As these tracts are developed, their newly constructed TND streets should connect to each other and to the neighborhood streets now existing so that the residents of these neighborhoods experience a sense of connection rather than isolation. The Residential – South area also contains existing enclaves of townhouses mostly built around cul-de-sacs and courtyards. To the extent possible, the designs for the new neighborhoods also should strive for elements of connectedness with the existing townhouse developments. Today, the closed and vacated Marshall Manor nursing home sits behind Main Street as a protrusion into the Residential – South area. While it is possible that a use may be found for this building that would be compatible with the surrounding residential neighborhoods, the demolition of this building to make way for additional residential growth, included senior and assisted living, in close proximity to Main Street is desirable. Existing residential zoning in the Residential – South area ranges between two and four units per gross acre of land for single homes, and up to eight





**Townhouses interspersed in a TND neighborhood.**

units per acre for townhouses. This Plan envisions that any further townhouse development be interspersed among the surrounding single family houses rather than concentrated on a single block. To that end, development proposals that sought to spread the existing townhouse density over neighboring parcels would be encouraged. Overall, TND design at densities of up to five units per acre are acceptable in order to encourage more of Marshall's future residential growth closer to the Main Street corridor, but only with strict design controls to ensure their development within adopted TND

standards, and with the use of TDRs to the extent above the appropriate TND bonus. Because the Residential – South area abuts the right-of-way of I-66, it is important that new development be sufficiently screened and buffered so as to be essentially invisible from I-66. Finally, the Residential – South area contains one of Marshall's treasured historic sites – Stephenson Hill at the top of Cannon Ridge. Any development in this area must respect the community's desire for an open area and vista at this location that is accessible to the public.

### *c. Residential – East*

The Residential – East neighborhood straddles Route 55 and runs from the railroad line and the Rail Station Zone, heading west towards the cemetery. Encompassing the traditional homes of Rosstown and the non-eased portion of the Backer property north of Route 55, the Residential – East neighborhood is planned to remain essentially residential, with new development being similar in scale and character to the existing homes. An occasional neighborhood-serving retail or office use also may be appropriate given the Residential – East neighborhood's longer walking distance to the core Main Street area. Street improvements along Route 55 through the Residential - East neighborhood also should be planned to help calm the traffic in this area so that residents and visitors feel comfortable on newly installed sidewalks, once again with street trees and street lights and perhaps on-street parking for enhanced pedestrian safety and comfort. As the properties adjacent to the Norfolk-Southern rail line redevelop, a pedestrian connection across the tracks would be a helpful amenity for linking the Residential - East neighborhood with the center of town. Existing residential zoning in this neighborhood ranges between two and four units per gross acre of land. However, TND design at densities of up to five units per acre are acceptable in order to promote higher future residential growth closer to the Main Street corridor, but only with strict design controls to ensure their development within adopted TND standards, and with the use of TDRs to the extent above the appropriate TND bonus.

#### 4. Gateways

##### a. Southern Gateway

The Southern Gateway on Winchester Road (Business Route 17) at the Interstate 66 interchange is the main entry into town for most residents and visitors. If all of the gateways are to be thought of as “front doors” into Marshall, the Southern Gateway is by far the principal entrance. On the westerly side of Winchester Road, the gateway still retains much of the character of a small Piedmont town. The houses, although generally in need of repair, are of typical Piedmont small town architecture and building materials. Sadly, the easterly side of Winchester Road has been developed in a pattern of strip commercial development that is not in keeping with Marshall’s character.



The vision for the Southern Gateway seeks to retain the traditional style and scale of buildings along Winchester Road

Any further development on the westerly side of Winchester road should emulate the existing development pattern in terms of massing and architecture, although uses may gravitate toward commercial rather than continued residential. A mix of residential, retail and service (but not auto-related) uses seems appropriate. In some cases, additional buildings of similar style and massing may be constructed between the existing buildings where unduly wide separations now exist. For both existing and new buildings, vehicular access should be provided from a newly constructed alley to the rear. The property frontage along Winchester Road should be improved with sidewalks, street trees and other landscaping, and street lights. Behind the properties fronting on Winchester Road, a new grid of streets connecting to the existing neighborhood streets, with buildings again of similar, but varying size and design, would allow a mix of traditional neighborhood commercial and residential development, with a progression into a more consistently residential setting in the blocks further back from Winchester Road. Notwithstanding this vision, it is important to understand that the westerly side of Winchester Road currently contains approximately 20 acres of C-2 commercial zoning which, if developed by right by a developer who was insensitive to Marshall’s vision and key goals, could undermine other efforts to enhance the character of the Southern Gateway and even Main Street itself. Consequently, a rezoning of this gateway area to a new mixed use zone with appropriate design controls would seem appropriate.

Under existing Virginia enabling legislation, Counties have greater rights to regulate design in highway corridors that serve as an entrance to a historic district. This Service District Plan recommends proceeding with a Highway Corridor Zoning Overlay for the Southern Gateway (Figure 8), so as to ensure that any future development is of a design that complements, rather than undermines, the historic buildings in Marshall’s National Register Historic District. The Highway Corridor Zone would be established as an “overlay” district which would not alter the



underlying zoning, per se, but rather would provide additional requirements for the design and form of new or expanded buildings. Design guidelines would be prepared for the district, and would likely cover architectural design and materials. Depending on the scope of the design guidelines, review of future projects could be handled administratively by county staff, or projects could be evaluated by a review committee, similar to the one proposed for the Historic District.

On the easterly side of Winchester Road, it may be possible over time to encourage an upgrade of the existing McDonalds/BP site, as well as design changes to the strip shopping center that facilitate their integration into a more traditional town gateway area. Continuing along Winchester Road to the north of the strip shopping center and the intersection with Old Stockyard Road, the parcels are either vacant or have existing construction more like the traditional pattern found on the westerly side of the street. In the near to medium term, the installation of sidewalks and street trees should be encouraged in order to integrate this area into the developing fabric of the community. The Highway Corridor Zoning Overlay also will assist greatly in ensuring that any future development in this area be of a design and style that is compatible with the historic buildings in Marshall's historic district.

Perhaps the most challenging section of the Southern Gateway is that immediately to the east, coming off the I-66 exit ramp, up to the intersection with Route 622 just before the BP station. Currently undeveloped, this section is principally comprised of two large tracts, and a few smaller parcels. Largest is the 152.5 acre 17/66 site zoned for approximately 10.5 acres of C-2 commercial closest to Winchester Road and approximately 142 acres of industrial to the rear, ultimately linking up with the Industrial Area off Whiting Road. Also in this section is the 23 acre Goose Pond Grove property, zoned R-4 for 71 suburban style townhouses behind the BP station, as well as a nine acre C-2 zoned commercial portion with significant proffered restrictions from a prior rezoning.

While none of the properties on the easterly side of Winchester Road appears able to attract purchasers/users in today's economic environment, their development under existing by-right zoning has the potential to severely undermine all other efforts to enhance the quality and character of the important Southern Gateway. Thus, it is critical to seek the participation and cooperation of these property owners in the Highway Corridor Zoning Overlay, as well as any other planning or zoning exercise to create a new vision and plan for the Southern Gateway that seeks to preserve their property values while implementing a vision more consistent with the traditional, small town character that Marshall's citizens desire. At the same time, it is imperative that any planning decisions for the Southern Gateway be sensitive to the possible impact on Main Street itself. A beautiful planning result, but one with too much retail emphasis, could imperil the fledgling revitalization of Main Street. On the other hand, too little retail could create a dead zone at the entrance to town and heighten the challenge of maintaining property values in a way that will keep the current property owners engaged in the exercise. Of course, the best of all outcomes would be to identify somewhat differentiated uses and styles of development that complement Main Street without cannibalizing or overwhelming it. This is a tall order under the best of circumstances. Of all the various sections and neighborhoods of Marshall, the issues and challenges surrounding the Southern Gateway are perhaps the most difficult to resolve. For this reason, the Citizen Planning Committee recommends a separate

planning charrette conducted by skilled professional planners familiar with main street and other small town design and marketing challenges. Ideally, such an exercise would lead to a rezoning of this gateway area to a new mixed use zone.

In anticipation of the design charrette exercise for the Southern Gateway, this Service District Plan suggests the following organizing concepts that might well be incorporated into the discussion:

- The gateway must introduce Marshall to the visitor as a unique place; not just another highway exit along the road to anywhere.
- The gateway neighborhoods and even Winchester Road must accommodate pedestrian activity. Route 622 and Old Stockyard Road, which serve along with Winchester Road as the principal road network of the Southern Gateway, should be pedestrian-friendly streets that carry the anticipated traffic, both car and truck, but in a safe and traffic-calmed manner that facilitates pedestrian movements and enhanced connectivity with the Main Street areas and the adjacent residential neighborhoods.
- The gateway must be beautifully landscaped, ideally preserving and supplementing the old hardwood trees adjacent to the highway ramps of I-66.
- It is very important that the gateway development be screened from Interstate 66. However, the better the quality of the development from the standpoint of architecture, site position, streetscape design, landscaping and uniqueness, the less critical it is to hide the development from view. It is also important to realize that much of the gateway area that can be screened from the view of motorists on I-66 cannot be screened from the view of motorists coming into Marshall from Warrenton across the bridge over I-66. This elevates the importance of promoting visually pleasing development rather than simply resorting to a landscape screen.
- The gateway should have some continuing retail presence, but not typical highway oriented retail seen at many highway exits, and not so much retail that it jeopardizes the revitalization of Main Street by shifting the location of the retail core.
- Hotels and/or assisted living developments would be acceptable in the gateway area, but they must have an architectural style reflective of the Virginia piedmont, and they must have site planning that integrates them into a pedestrian-friendly neighborhood grid rather than being surrounded by the typical large and uninviting asphalt parking lots. Needed parking should be hidden to the rear of the buildings. Building architecture that serves as a “sign” for a particular brand is not acceptable.



**A hotel could be incorporated into the Southern Gateway in a way that is comfortable and inviting in a small town.**

- In a transition area between the principal gateway area along and near Winchester Road and the industrially-zoned land, it may be acceptable to utilize some of the existing commercial zoning in the Southern Gateway for auto-dominated retail not otherwise available in Marshall and not desired on Main Street (other than the historic Marshall Ford), such as an auto parts supply store, auto sales or repair shops, and the like. This would not compete with Main Street, but would provide Marshall area residents with needed services not otherwise available in Marshall. This type of development should be fully screened from I-66, and should be nicely landscaped in any case.
- Office development is desired in the gateway as a means of accommodating existing commercial zoning without having too much retail. Perhaps the gateway area could offer larger office building footprints for larger office users (albeit still in buildings of appropriate scale for Marshall) not likely to be feasible on Main Street.
- Residential development is acceptable in the gateway, but ideally as part of a mixed use, pedestrian friendly neighborhood that combines retail, hotel, assisted living, residential and office in a balanced mix. The residential should offer a mix of unit types from multifamily to small individual homes. Combining residential development with the independent living units of an assisted living facility can be a positive way of promoting healthy, inter-generational neighborhoods.

b. Eastern Gateway

The Eastern Gateway is a very large area stretching along Route 55 from the cemetery on Route 55 east to the intersection with Belvoir/Zulla Road. It includes both Coleman Elementary School and Marshall Middle School, as well as the newly constructed Northern Fauquier Community Park along Route 55, which connects to the two schools at its northeasterly corner. The Eastern Gateway also includes the Fauquier Livestock Exchange and the new Tri-County Feeds facility on the north side of Route 55. As a result of these uses, there is little to be done, or needed to be done, on the north side of Route 55, with the possible exception of an overall cleanup and landscaping upgrade of the Livestock Exchange site, as well as the relocation of the County-operated trash and recycling convenience site to the industrial area along Whiting Road. Rather, most of the planning challenge for the Eastern Gateways lies with the area on the south side of Route 55, and with the road itself.



The cemetery presents a beautiful, pastoral respite within the Eastern Gateway.

Route 55 is the likely entrance to Marshall for residents of The Plains some five miles to the east, for residents of the large agricultural area to the east and north of town, and for parents, students and others entering Marshall from the two schools on Zulla Road. The characteristics and uses along this stretch of Route 55 change periodically along its two-mile length; however certain unifying characteristics are desirable going forward. For example, Route 55 needs the introduction of traffic calming features that slow the traffic running to and from the schools, and past the Northern Fauquier Community Park. A gateway entrance feature in the form of a new roundabout at the Belvoir/Zulla Road intersection with Route 55 could attractively announce the entrance to Marshall from the east as well as control traffic at that intersection.

The south side of Route 55 in the Eastern Gateway is currently a mix of residential and commercial, and industrial zoning. There is no particular pattern to the zoning on the ground, and actual uses are interspersed. Currently, many of the buildings on these parcels are undervalued, and the likelihood of new development occurring without a unified vision is relatively small. Nonetheless, it is important that any new development that could occur should enhance rather than undermine the easterly entrance to Marshall and its National Register Historic District. For this reason, it is important to establish a gateway corridor zoning overlay along Route 55 (Figure 8) that regulates the visual impact of any new development. The gateway corridor overlay should include more aggressive landscaping requirements, as well as architecture and design rules for new construction that requires any such new construction to have visual characteristics and materials that complement the historic structures within the historic district.

Another way to ensure that Route 55 be compatible with Marshall's historic district would be to return the smaller properties along Route 55 to their natural forested state, transferring any

residential or commercial development density by means of TDRs (discussed later in this Section VII) closer to the Main Street core area of the town, and any industrial development density deeper into the industrial zone and further back from Route 55. In addition, a new road is planned one lot deep, parallel to Route 55 on the south side. The small lots would safely access this new road, thus reducing the access points along Route 55. Heavy landscaping along Route 55 would add privacy to these small parcels.

Similarly, the portion of the Eastern Gateway south of Route 55 that lines Belvoir Road should present a welcoming entrance to the town from the south. The east side of Belvoir Road is outside of the Service District and will maintain a rural character. Properties on the west side of Belvoir Road, south of Route 55, are zoned residential (R-1). Stately homes lining this road would be both attractive and in keeping with the pattern of development along the west side of Winchester Road at the other southern entrance to the town. A heavily landscaped buffer is proposed between the industrial areas and this residential corridor to screen the industrial uses from both the residences and the view from Belvoir Road. In addition, this area will serve as a Transfer of Development Rights (TDR) sending area, so that density in the R-1 zone could be transferred to receiving areas in the Service District. The R-1 land could then be left in a natural/rural state. While the County is not actively promoting rezoning in this area, the County might consider a rezoning to industrial use if all buildings were placed a sufficient distance from Belvoir Road, if the use was heavily screened from Belvoir Road and any adjacent residences with a forested buffer, and if all traffic was funneled to Whiting Road so that no industrial traffic accessed Belvoir Road.



Stately homes would line Belvoir Road in the Eastern Gateway Area

c. Western Gateway

Unlike the Eastern Gateway area, the small Western Gateway transitions abruptly from an “in town” pattern to one that is completely rural. With the construction of the desired roundabout at the intersection of Main Street and Free State Road (Route 721), it is important that no development “leak” across the Service District boundary and compromise the hard edge between the Service District and the adjacent countryside (with the only exception being public park use or school athletic fields if constructed utilizing a low impact design, both aesthetically and environmentally). Heading east into Marshall on Grove Lane (most people think this is actually Route 55), one should feel that Marshall begins at the roundabout intersection, and not before. The roundabout itself should serve as a gateway feature at the western end of town, with design,

signage and landscaping details that befit the traditional town image that Marshall wishes to promote. The small residential property on the south side of Grove Lane and immediately to the west of Route 721 should be removed (and with approval of this Plan is removed) from the Service District. Any development on the large Cunningham tract north of Main Street should be fully screened with a dense vegetative buffer along Grove Lane to the west of the intersection and along its westerly boundary. Similarly, any further residential development on the residentially zoned parcel adjacent to the I-66 exit ramp should be fully screened from view along the full length of its adjacency to the exit ramp and highway. Development of this parcel should reflect the same TND design approach specified for the Residential- South neighborhood, and its internal streets should be laid out in a way that allows them to connect to planned or existing streets in the Residential – South neighborhood.

*d. Northern Gateway*

Like the Western Gateway, the Northern Gateway transitions abruptly from an “in town” pattern to one that is completely rural. The key “feature” announcing the entrance into town and into the Service District is the Norfolk-Southern at-grade railroad crossing on Rectortown Road. North of this crossing, the land use pattern takes on a decidedly rural feel typical of the rural areas surrounding a traditional town. Smaller farmettes are predominant immediately outside of town, transitioning to larger farm properties further to the north. The properties comprising the Northern Gateway are those homes and residential lots fronting directly on Rectortown Road, running down to and including the Marshall Community Center on the east side, and running down to the intersection with Salem Avenue on the west side of Rectortown Road. Once again, it is important that little or no development “leak” across the Service District boundary and compromise the hard edge between the Service District and the adjacent countryside. At the same time, the residential properties fronting on Rectortown Road inside the Service District boundary might well be differentiated from the rural countryside beyond with a slightly more urban and pedestrian friendly street section, including sidewalks, street lights and street trees. Along the western side of Rectortown Road, just south of the railroad crossing, there remains an expanse of undeveloped farm land right up to the road. Development along the road at this location should be in the form of single family homes of traditional Piedmont architecture, with fronts facing the road, and ideally with alley served rear yard garages that reduce or eliminate curb cuts on the Rectortown Road.

**5. Industrial**

The approximately 395 acres earmarked for industrial development will provide Marshall with a balance of land uses that are inherent in the concept of a traditional town, adding additional employment and tax base to our community. While some towns historically planned and designed their industrial uses well enough that their architecture and site characteristics complemented the town atmosphere, the more prevalent trend is to allow the industrial uses more design and planning flexibility to keep costs low. So long as such uses are effectively screened from adjacent uses and visible gateways, providing the design and planning flexibility to promote industrial development can be consistent with the overall image and plan that the community desires to achieve for the Marshall Service District. For this reason, a forest buffer along the westerly side of the residential properties along Belvoir Road should screen the



industrial area from residents or travelers in that vicinity. With the industrial area spanning both sides of Whiting Road (on the south side of Route 55), Whiting Road, leading into Route 622, becomes the principal collector road for the industrial development. Thus, with the forest screen on Belvoir Road, the highway corridor overlay zone along Route 55 and the bulk of the truck traffic directed toward Route 622 to the southern gateway, the industrial users in this area should be able to function and prosper with little visual or traffic impact on the rest of the Service District. While the industrial area is currently zoned as a mixture of light and heavy industrial, the industrial zoning should be rewritten to produce a set of rules and uses that derives from both categories to create a hybrid of rules that promote legitimate, but lower impact, industrial uses and practices. Ideally, streets in the industrial areas should have sufficient sidewalks on at least one side of the street to facilitate pedestrian movement through the area and connection to surrounding neighborhoods. Sidewalks are more suited to this need than meandering trails, as they tend to be a more direct path and better lit for safety.



The industrial area is planned to allow for a mix of industrial uses centered on Whiting Road and the existing railroad line, but fully screened from Route 55, Interstate 66 and any adjacent residential properties.

## **B. Phasing of Growth and Build-out Analysis**

Phasing of growth is very difficult, if not impossible to accomplish in Virginia. The State Code does not allow development approvals for by-right development to be denied or phased based upon the availability of public infrastructure. Where by-right development can occur without reliance on public water or sewer, such development is difficult to slow down when the market is strong. However, some developable land in the Marshall Service District is zoned (and valued) at a density where development without public water and sewer would be physically impossible as well as undesirable to prospective purchasers. Until these properties are served by WSA, their prospects for development are low. Sometimes, it will be financially worthwhile for the developer of these tracts to pay WSA for the extension of water and sewer service. Typically in these cases, WSA will comply. A similar situation can exist with transportation infrastructure. Where the developer or user is willing to make the transportation system upgrades stipulated by VDOT, there is little that can be done to slow down a particular development.

If, on the other hand, a development or project is proposed under an application for rezoning, the County will entertain “proffers” from the applicant that may include phasing based on any of the above criteria, or simply a desire to spread out the impact and disruption of new development. Because “proffers” are voluntary conditions offered as a quid pro quo for the rezoning approval, there is much more latitude as to how the conditions are designed. For this reason, some have suggested that there may be strategic advantage to the town if the County avoids rezoning land in

Marshall to match the vision in the Service District Plan, thereby encouraging rezoning applications and the proffers they bring. However, it is important to remember that property owners may always revert to the existing by-right zoning that likely does not match the vision and goals of the Service District Plan. In such cases, the vision and goals may be severely compromised. One possible solution is to attach incentives, such as density bonuses, to rezonings that match the Service District Plan vision and goals. Ideally, these densities should be significant enough to promote the desired behavior without being so large as to compromise the envisioned build-out size of the Service District.

At the time of the 2003 revision to the Service District Plan, the Citizens Planning Committee felt that the 14,000 person ultimate build-out embraced by the plan then in effect was inconsistent with the small town vision that everyone shared. The Committee therefore reduced ultimate build-out to between six and seven thousand residents. That decision was relatively easy to implement because the comprehensive plan build-out was well beyond the existing zoning “on the ground” that corresponded to a build-out of about 6,000 people. Thus, the goal could be achieved with a revision to the Service District Plan, but without any need to down-zone or otherwise reduce existing zoning.

With this revision, the Citizens Planning Committee is recommending a further reduction of Marshall’s ultimate build-out to about 5,000 residents. By way of comparison, a population of 5,000 is little more than a third of the combined Town of Warrenton/Warrenton Service District’s 14,000 population today, yet significantly greater than Marshall’s current population of about 1,450 residents. This further reduction will be more challenging to achieve, as it is less than the current zoning permits by almost 250 residents, equivalent to perhaps 90 homes. Moreover, the desire to promote a mixed-use residential and retail mix along the Main Street and Salem Avenue corridors potentially adds another 607 units, mostly apartments in the center of town, a number which translates to perhaps another 900 residents. Finally, the incentive bonuses for traditional neighborhood design in our residential neighborhoods potentially add another 200 homes if all of these bonuses are utilized, or 540 people. Tables 1 and 2 below summarize the existing by-right zoning in Marshall, the additional growth potential from the inclusion of a mixed use vision for Main Street and Salem Avenue, and the growth potential of the incentive bonuses for traditional neighborhood design in the residential neighborhoods.

In the short to medium term, the growth of Marshall will be limited by the capacity of the sewer plant. The remaining 863 sewer connections translate to a population increase (assuming 70% houses and 30% apartments) of another 2,000 people for a total population of about 3,500. The sewer plant is unlikely to have any prospects for significant additional capacity for at least ten to fifteen years. The sewer constraint allows time for the implementation of new strategies for limiting Marshall’s ultimate growth while permitting the mixed-use infill growth in and around Main Street, as well as the traditional neighborhood design, that the community deems desirable. These strategies are discussed further in Section VII of this Service District Plan.

**Table 1**  
**Detailed Build-out for the Draft Marshall Plan (April 9, 2010)**

<b>Area</b>	<b>Additional By-right Residential Units</b>	<b>Extra Residential Units based on the Draft Plan</b>	<b>Type of Development proposed in the Draft Plan</b>	<b>Additional By-right Population</b>	<b>Extra Population Based on Draft Plan</b>
Residential North	<b>494</b>	<b>82</b> 75 - 15% bonus 7 - 20% bonus	SF Detached & SF Attached	<b>1334</b>	<b>221</b>
Residential South	<b>465</b>	<b>44</b> 6 - 15% bonus 38 - 20% bonus	SF Detached & SF Attached, Spread out the THs allowed by-right	<b>1256</b>	<b>119</b>
Residential East	<b>174</b>	<b>27</b> 11 - 15% bonus 16 - 20% bonus	SF Detached & SF Attached	<b>470</b>	<b>73</b>
Main Street Central	<b>0</b>	<b>196</b> .375 residential FAR (.75 total FAR)	Retail/restaurant on ground floor, Office or apartment above, 2-3 stories, 4 stories on corner lots	<b>0</b>	<b>294</b>
Main Street East	<b>0</b>	<b>91</b> .2 residential FAR (.4 total FAR)	Mixed use - retail, office, apartments, SF Detached & SF Attached, 2 stories & occasional 1 story	<b>0</b>	<b>137</b>
Main Street West	<b>0</b>	<b>92</b> .2 residential FAR (.4 total FAR)	Mixed use - retail, office, SF Detached & SF Attached, apartments only on 2 <sup>nd</sup> floor, 2 stories & occasional 1 story	<b>0</b>	<b>138</b>
Salem Avenue	<b>60</b> (Mostly Cunningham)	<b>124</b> .2 residential FAR (.4 total FAR)	Mixed use - retail, office, apartments, SF Detached & SF Attached, 2 stories & occasional 1 story	<b>90</b>	<b>186</b>

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*Marshall Service District Plan*

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Rail Station Zone	<b>0</b>	<b>104</b> 13 units/acre	Mixed Use - retail, office, apartments, 3 stories & occasional 4 story	<b>0</b>	<b>156</b>
Industrial	<b>4</b>	<b>0</b>	Industrial	<b>11</b>	<b>0</b>
Gateway East	<b>15</b>	<b>0</b>	Parks and public facilities, Ag oriented north side	<b>40</b>	<b>0</b>
Gateway North	<b>38</b>	<b>3</b> 15% bonus	SF Detached	<b>103</b>	<b>8</b>
Gateway South	<b>128</b>	<b>25</b> 20% bonus	Mixed Use - limited retail, hotel, assisted living, auto-retail section, office, apartments, TH, small SF detached	<b>256</b>	<b>50</b>
Gateway West	<b>122</b>	<b>11</b> 8 - 15% bonus 11 - 20% bonus 3 - .2 FAR -10 – removed S.D.	Heavily screened residential	<b>334</b>	<b>22</b>
<b>Sub-Total</b>	<b>1500</b>	<b>799</b>		<b>3894</b>	<b>1404</b>
	<b>-50</b>		Approximate number of existing res. units on commercially zoned land	<b>-75</b>	
<b>Total</b>	<b>1450</b>	<b>799</b>		<b>3819</b>	<b>1404</b>

**Table 2**  
**Summary Build-out for the Draft Marshall Plan**

	<b>Number of Residential Units</b>	<b>Population</b>
<b>Existing (2010)</b>	<b>526</b>	<b>1420</b>
<b>Additional By-right</b>	<b>1450</b>	<b>3819</b>
<b>Additional with this Plan</b>	<b>799</b>	<b>1404</b>
<b>Total</b>	<b>2775</b>	<b>6643</b>

### **C. Transferable Development Rights**

Transferable Development Rights (TDRs) are development rights that are severed from the land on which they initially reside and moved to another parcel of land. TDRs are used to promote the migration of development from those places where it is not desired, or less desired, to those places where it is desired in greater amount or density. In order to use this planning tool, a comprehensive plan such as the Marshall Service District Plan must identify “sending zones” and “receiving zones,” being the areas where development rights may be reduced or increased, respectively. Sending zones may be within the Service District, or outside the Service District as a way of maintaining the rural character of the surrounding countryside.

Traditionally, a town like Marshall would have greater development density at its Main Street core, with the density of development tenting down in all directions toward the outer edges of the town. Generally, this is the goal of the Marshall Service District Plan. Further, it is the goal of the Service District Plan that the land immediately outside the Service District form a “hard edge” to the town so that development does not sprawl out toward neighboring towns. TDRs can be very helpful in attaining these goals.

In the Spring of 2009, the Virginia General Assembly passed a comprehensive new TDR enabling statute that allows each of the counties to implement their own TDR ordinance. The Virginia Association of Counties has begun the process of drafting a model local TDR ordinance. Ideally, Fauquier County will implement its own TDR ordinance sometime in 2010.

The above discussion of the various close-in residential neighborhoods (Residential - North, Residential – South and Residential – East) indicates that each could be a TDR receiving zone that would permit development densities to rise to a ceiling of five units to the gross acre. In the Residential – South neighborhood, this additional development density could be spread anywhere in the neighborhood. However, in the other two residential neighborhoods, any extra density from TDRs is more ideally concentrated in those areas closer to the center of town. Main Street itself is logically also an ideal receiving zone as is the Transit Oriented Development Zone. On the other hand, each of the Gateway neighborhoods, other than the portions closest to Main Street, being at the edges of the town, is logically a sending zone for TDRs. Similarly, the outlying areas of the Residential North Neighborhood would be a logical TDR sending zone. The properties on the south side of Route 55 in the Eastern Gateway could ideally become a forested buffer area to the industrial development behind if the development rights in that

location were transferred to closer in properties. The map of TDR sending and receiving areas is attached as Figure 10.

#### **D. Senior and Assisted Living**

In Fauquier County, “senior and assisted living” encompasses the continuum of independent housing for seniors, assisted living units with communal facilities for dining and the like, and nursing homes. Many senior and assisted living facilities in the region include more than one, or even all three of these living arrangements. While senior and assisted living projects are often developed as communities unto themselves, even with fences and gated entrances, the Marshall Service District Plan favors senior and assisted living projects that are woven into the fabric of the neighborhood in which they are located, creating truly intergenerational neighborhoods where seniors and younger families with children have the opportunity to share their daily lives and community routines together.

To that end, this Plan envisions the possibility of senior and assisted living as a potentially compatible and permitted use in any of the residential neighborhoods or gateway neighborhoods, or in the Main Street or Salem Avenue corridors. Senior and Assisted Living has the added side benefit of potentially consuming existing by right residential zoning capacity, thereby offsetting some of the adverse fiscal implications of residential growth. The zoning ordinance should reflect that a special exception may be granted by the County for such use in any of these areas, and that such use should be integrated into the remainder of the neighborhood so as to promote intergenerational living whenever possible.

#### **E. Public Realm and Landscaping**

In order for Marshall to function successfully as a whole, the neighborhoods described above need to be woven together. The key component that can tie these neighborhoods, and thus its citizens, together is the public realm. The public realm is the network of public spaces – streets, alleys, sidewalks, trails, parks - and public buildings. The public realm provides the space for people to move and to meet, and serves as the focal point of community life. A map showing the existing public realm, as well as some possible additions, is included as Figure 11.

The traditional gridded streets and alleys described throughout this plan are dealt with in detail in the Transportation portion of this Section VII that follows.

Interconnected sidewalks are planned throughout the town and are also discussed further in the Transportation Section that follows. Wide sidewalks that can accommodate strolling, window shopping and outdoor dining are sought on Main Street. A Transportation Enhancement Grant project currently underway will provide design standards for the streetscape improvements along Main Street including sidewalks, crosswalks, street trees, landscaping, and street furniture such as street lights and benches. These designs in turn will influence the streetscape improvements in other parts of the town, although rigid standards are not encouraged throughout the town. Neighborhoods can have unique personalities, provided they fit in with the small-scale Piedmont, Virginia character of Marshall.



Marshall has a tremendous resource in the new Northern Fauquier Community Park (NFCP), which includes outdoor sports fields, picnic pavilions, recreational areas and trails, and a small outdoor amphitheater. The historic School House #18 site, also a park, is located at the corner of East Main Street and Whiting Road. Marshall, however, lacks public parks in the center of town. Two types of public parks are sought in the center of town – an outdoor gathering place and pocket parks. A Main Street green or common, perhaps on the vacant Morgan Oil site on the north side of West Main Street, could serve as the public gathering place. Such a green or common would include benches, shade trees and landscaping and also include an expansive area of grass, brick or pavement to accommodate events such as fairs and festivals. It might also contain an attractive covered or enclosed structure that could be used for public gatherings, an town market and events.



The NFCP is a new recreational facility specifically designed to blend with the indigenous architecture and building materials of Marshall.

Pocket parks need to be scattered throughout the Main Street corridor. A pocket park is a small area that provides greenery and a safe, convenient, comfortable spot to sit and relax. A pocket park can be based around an existing feature such as a specimen tree or a historic marker, or can be purpose built as part of a new development. Pocket parks are essential to promote walkability as pedestrians need and desire spaces to rest. While these pocket parks need to be open to the public, they need not all be owned and operated by the County. New commercial buildings can



The preservation of mature trees greatly enhances this pocket park.

integrate pocket parks into their development, and these parks can then be owned and maintained privately.

Beyond the confines of Main Street, this plan calls for a network of parks connected by both sidewalks and trails. A variety of parks are sought. Residential neighborhoods of course must include parks that contain recreational facilities such as children's play areas. Pocket parks need to be sprinkled throughout all of the neighborhoods. Even the industrial area would benefit from pocket parks as these would provide areas for employee respite and outdoor dining. The stream beds and ponds in the town also provide the ideal opportunity for passive parks. While the town's parks will vary in size and facilities, they will generally include outdoor seating, shade trees and landscaping.

Civic buildings, such as schools, post offices and libraries, play a crucial role in the life of a town, and Marshall has a fair share of civic buildings that knit its population together. The former Marshall High School now houses a community center with a branch library, auditorium, basketball court, hobby facilities and meeting rooms. The town has a fire station as well as a separate rescue squad, and just inside the eastern edge of the Service District, Coleman Elementary School and Marshall Middle School. Churches, while not strictly civic buildings, are part of a town's institutional fabric, and Marshall has many churches representing a broad variety of denominations. The local Ruritan Club has a building that also serves a number of community functions. Together these facilities represent a significant existing base of community facilities and institutions.

Additional civic buildings are needed in Marshall. A new in-town school, perhaps a high school, is sought in the western end of town near Salem Avenue. This school could be located on the Cunningham property and would be walkable for many of its students. This site also has the advantage of being near the I-66 interchange, which makes it convenient for bus travel. The school would need to be carefully incorporated into a traditional residential neighborhood and would take on a more urban form than the existing schools located on the periphery of the town. The school athletic fields could be located outside of the service district, if done in an unobtrusive fashion that did not spoil the outlying rural setting. The new school grounds would form part of the park network for the town.

It is anticipated that the County may establish future public safety facilities, including a police substation, in northern Fauquier County. Such a facility would be ideally located on Main Street or in the Rail Station Zone, as both of these areas will have concentrations of people and good access.

A number of other new public facilities are needed in Marshall. In order for more businesses and residents to locate in the Main Street area, additional parking is needed. Convenient on-street parking will only provide some of these needed spaces, and parking lots are therefore unavoidable. Large parking lots would provide gaping holes in the town's fabric if provided close to Main Street, or would be inconvenient and unused if located too far away. Therefore, small lots of up to 30 spaces should be sited in a number of locations near Main Street and Salem Avenue, ideally off of an alley between Main Street and Salem Avenue. These small lots may not need to be paved, or could be built with green, pervious surfaces. Similarly, if in-fill development is to take place in the center of Marshall, a storm water collection system to collect

and filter storm water runoff along the Main Street corridor is needed. Typically, new development provides its own on-site storm water management; however, this is difficult and



**School House #18 should retain its park-like setting.**

sometimes impossible in an urban context like Main Street, where a public system could be beneficial. Town-wide storm water management is worthy of a further, comprehensive study before proceeding, but implementation along the Main Street corridor is justified. In addition, the public trash and convenience site in Marshall needs to be relocated. Its current location at School Site #18 is highly visible from Route 55 and disrupts the historic setting of the school. The convenience site should be relocated to the industrial area and be well screened.

Landscaping will take on a larger role in the future of Marshall. Street trees will be located throughout the town. Street trees are to be located between the street and the sidewalk on all streets. In the Main Street corridor, these will likely be in tree wells, while in other areas, the street trees will be part of a landscaped strip. Street trees serve many functions. They protect pedestrians from vehicles, provide shade and beauty, and help the environment by absorbing carbon dioxide and providing ground water infiltration. While no specific tree is mandated in this plan, several approaches are encouraged. Street corridors may use as a theme a particular tree species, as may specific neighborhoods. Trees commonly found in Marshall may be continued. Street trees should always be appropriate to the setting, resilient to a town environment and low maintenance.

Effective and attractive landscaping is sought throughout the town. In general it is better to save existing vegetation, particularly trees, than to plant new, as it takes many years to achieve mature vegetation. Supplementing existing vegetation is often the best option. Accordingly, this Plan also calls for the mapping of existing, established trees that ought to be saved, as well as the implementation of a “Tree Save” ordinance that prohibits such trees from being wantonly destroyed.

This plan takes a different perspective on screening from other County plans and ordinances. In Marshall, a variety of housing types are sought and indeed are encouraged to be intermixed. Therefore, this plan does not promote dense screening between different housing types, or between residential and commercial uses, although screening of dumpsters and similar features will continue to be required. Only industrial uses should be thoroughly screened, whether along I-66, Route 55 or adjacent to any residential neighborhood. This plan does strongly promote the screening of any development along I-66, with the goal that Marshall’s neighborhoods are not visible from that highway. Where screening is appropriate, it should be sufficiently dense with year-round vegetation that the screened uses would be hidden year-round.

## **F. Transportation**

Previous transportation plans for the Marshall Service District were driven principally by a focus on automobile traffic demand and traffic level-of-service objectives. Transportation goals centered on redirecting traffic around the town, and keeping it moving at a relatively high rate of speed. While traffic level-of-service remains important, this plan seeks road network solutions that are sensitive to the context and quality of life goals of the Marshall community. This type of transportation network analysis is referred to by modern transportation planners as Context Sensitive Design (CSD). CSD takes into account all aspects of the transportation equation -- including streets and automobiles, truck and freight needs, rail options, pedestrians and bicyclists -- and analyzes the way these various needs and uses can complement each other to provide a range of multi-modal transportation options for a community. Moreover, CSD seeks to implement transportation solutions that respect a community's existing physical characteristics and quality of life goals, rather than obliterating them in the name of uninterrupted vehicular throughput. CSD should work with Marshall's marketing plans for a vibrant Main Street that is easily accessible, yet not overwhelmed by traffic, and should emphasize walkability in a world where higher energy costs are inevitable and where both individuals and communities are interested in reducing their adverse impact on our environment. This transportation plan for Marshall no longer contains any reference to the idea of a bypass around Marshall or the construction of roads that are intended to route traffic away from town. Rather, it emphasizes the further development of a robust street grid that connects with Marshall's existing streets and neighborhoods.

### **1. Connectivity**

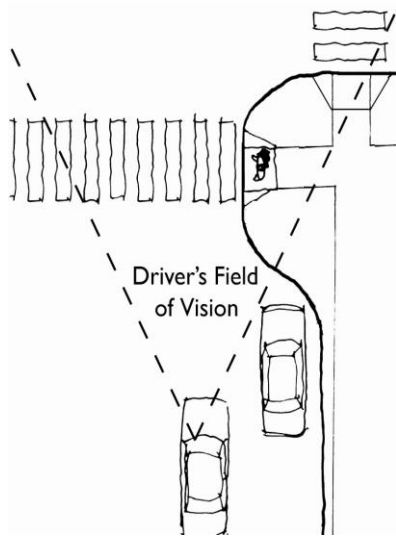
The first goal of the transportation plan for Marshall is connections - connections for people and connections for vehicles. As the network of streets throughout our town becomes more connected, we can provide excellent access to and from Main Street, while at the same time providing alternate routes that will reduce the traffic pressure on Main Street as we grow over time. The more options available, the less the traffic burden that must be borne by any one street. Interconnected streets allow for a dispersion of traffic and give multiple options to road users. In particular, additional alternate routes that allow ingress and egress to and from the gateways and the roads beyond will generally enhance Marshall's quality of life by spreading the traffic burden rather than concentrating it. At the same time, making more pedestrian and bicycle connections available to our residents will give them the ability to fulfill basic living, shopping and service needs without using their cars. The more our residents can leave their cars at home, the better our streets will be able to handle our growth without threatening our safety or our quality of life. It is interesting to observe that the earlier development in Marshall of the 19<sup>th</sup> and early 20<sup>th</sup> century incorporated traditional street grids with substantial connectivity. However, more recent development over the past 30 years has tended toward the more suburban pattern of cul-de-sacs and loops that increase isolation and diminish connectivity. Connectivity is now an important goal embraced by VDOT as a strategy for reducing future road-widening needs (and therefore costs). VDOT's recently adopted "Secondary Street Acceptance Requirements" in fact require greater connectivity for all new development projects. Pursuant to these regulations, the County has designated Marshall (as well as other service districts) as "Compact Areas" for street connectivity, a designation that will require all new development



(including by-right development) to provide greater connectivity and pedestrian accommodation. See Figure 12 for a map of the proposed comprehensive plan roads, alleys and neighborhood street grid areas, provided that all such alignments are intended as approximate and may be adjusted by the County to best integrate into particular development projects as they are reviewed and approved.

## **2. Street Design**

The second key transportation goal for Marshall relates to street design. Main Street and its intersections should be designed with the goal of creating a safe, vibrant environment where pedestrians can share the street with vehicles in a compatible manner, where sidewalks are designed for strolling, shopping and lingering over food or conversation. In general, narrower streets reduce unduly high vehicular speeds through neighborhoods (and at the same time create less water runoff that adversely affects our stream water quality). Marshall's streets should not be more than two traffic lanes (one in each direction) with on-street parking. Lane widths will vary based on traffic, with less traveled streets having only 9 foot travel lanes and 7 foot parking lanes (or even less in some cases), and more heavily traveled streets having 10 or 11 foot travel lanes, and 8 foot parking lanes. Traffic calming in Marshall should be incorporated into all new road designs rather than added as an afterthought. Wherever possible throughout the Service District, streets should have sidewalks on both sides to facilitate safe and convenient pedestrian movements (with sidewalks on one side in the industrial areas). Street trees should be a regular feature not only for their attractive aesthetic qualities, but also for their ability to provide shade for pedestrians, better energy efficiency for buildings and residences, and better filtering of the air we breathe. Street lights of a pedestrian scale design that directs light down rather than up (to protect the night sky) also



A curb extension creates a safer environment for pedestrians and vehicles.

should be a regular feature of the streets in out town, with the spacing increasing as one moves further out from the center of town. The approach to street design described above, including reduced street widths and more sidewalks and on-street parking, is now favored by VDOT, as evidenced by the recently adopted "Secondary Street Acceptance Requirements." Examples of illustrative street sections for the Marshall Service District are illustrated in Figure 13.

## **3. Roundabouts**

Small roundabouts are now being embraced throughout the United States as a useful tool for keeping traffic flowing efficiently while simultaneously calming its speed and demeanor. Roundabouts also promote fuel efficiency by not requiring motorists to stop unnecessarily at intersections. However, they also promote traffic and pedestrian safety by slowing the moving traffic to very manageable and appropriate speeds even in the urban context of a small town. Roundabouts can provide a strong visual identity and sense of arrival at Marshall's gateways. A roundabout should be considered at the western end of Main Street at the intersection with Free

State Road, particularly if an extended Salem Avenue feeds into this location. A roundabout at the eastern gateway intersection of Route 55 and Belvoir/Zulla Road and a roundabout at the intersection Route 55 and Whiting Road also should be considered. Potentially, a roundabout along Winchester Road (Business Route 17) located somewhere from the shopping center entrance up to the intersection with Old Stockyard Road, could facilitate traffic flow through the Southern Gateway, but only if it could be designed to enhance the vehicular movement of shoppers toward (rather than away) from the central core of Main Street. Roundabouts also should be introduced into the design for new residential neighborhoods, particularly for residential streets that connect Main Street with Free State, Rectortown or Winchester Road.



*A roundabout can smartly announce an entrance to the town in a Gateway area*

#### **4. Parking**

Parking is a key goal of the transportation plan for Marshall. Despite a heightened emphasis on pedestrian and bicycle options, adequate vehicular parking is essential throughout the town. Our merchants and service providers on Main Street and elsewhere need adequate and accessible parking for their customers if they are to survive. Our employers need convenient parking for their employees. Our residents need places to park their cars that are both convenient and secure. Thus, on-street parking should be the norm on all streets. Curb extensions (see below) make on-street parking safer for pedestrians and should be utilized wherever possible.

Sprinkled throughout the Main Street and Salem Avenue areas, a series of small parking lots are envisioned in locations that make parking convenient for patrons of all Main Street and Salem Avenue businesses. These parking lots may range in size from 4 spaces to 30 spaces, and ideally should be located behind buildings with access from rear alleys or side streets, and only occasionally from curb cuts in the front. Some small lots with head-in, angled street parking may be utilized as well. A parking voucher program, with participation from merchants and other businesses, could be a successful way to provide adequate public parking while reducing the requirement for onsite parking. With this type of plan, the current on-site parking requirements in the zoning ordinance for on-site parking can and should be relaxed to allow property owners to better utilize their land for the construction (or renovation) of buildings that

are more consistent in design with traditional town architecture. Property owners seeking to reduce their on-site parking requirement would pay a per space contribution to a community or county owned parking lot system available to the public. Parking spaces on the street in front of or adjacent to a particular parcel of land should be included in any statutory parking calculation for the development of the property.

The large commuter parking lot owned by VDOT and located at the northern end of Frost Street is too far to walk to be useful to Main Street businesses, but still provides a valuable “park and ride” carpooling option for Marshall residents. Should commuter or county-serving bus service become available, this commuter parking lot could be utilized as a bus stop as well.

## **5. Interchanges**

It is rare that a small town like Marshall would have two interchanges on a major highway like U.S. Interstate 66. Key to Marshall’s future is the planning and zoning of the land around these access points so that they do not become traffic-clogged and they do not take on the “truck stop” or “highway commercial” character of so many of interstate exits we see in our travels. The western interchange will likely remain very rural indefinitely, as the land planning and zoning at the western end of town do not permit highway commercial development. While additional residential and commercial growth in and around Main Street will inevitably increase the usage of the western interchange, as would a new public school along an extended Salem Avenue, this interchange should function well with little real traffic pressure for the foreseeable future.

The same cannot be said of the eastern interchange on I-66, located at Marshall’s ever-busier Southern Gateway. Moreover, regional traffic (including significant truck traffic) coming from the south on Route 17 and turning left at the interchange to enter I-66 in a westerly direction, creates traffic conflicts even today that have resulted in accidents and turning backups onto the westbound I-66 ramp. The eastern interchange must also handle the truck traffic generated by the development of Marshall’s industrial area in order to keep it off the rural roads to the north and east of town, and ideally, this would be done in a way that might allow some form of



An oval interchange is one option at the Southern Gateway.

separate truck access directly to I-66 without necessarily using Winchester Road as it comes into the Southern Gateway. VDOT has contemplated the construction of a left turn flyover at this interchange, a design that would compromise the small town feel that Marshall is working to project and protect. As an alternative, this Service District Plan recommends that VDOT consider a large oval that functions somewhat like an elongated roundabout (utilizing the existing bridge over I-66 plus one new one – see figure 14a) or a double roundabout configuration (that utilizes the one existing bridge over I-66 with a roundabout at each end – see figure 14b). Both have been employed by VDOT and other departments of transportation in the



region, and may be effective alternatives for Marshall that avoids building new flyovers high in the air. This design exercise should be undertaken by VDOT with active involvement of the county government and the Citizens Planning Committee. Even if funds are not available now, settling on a new plan sooner rather than later for the eastern interchange would help the citizens of Marshall, the County and the potentially affected property owners to better understand and prepare for the future of this area of Marshall.

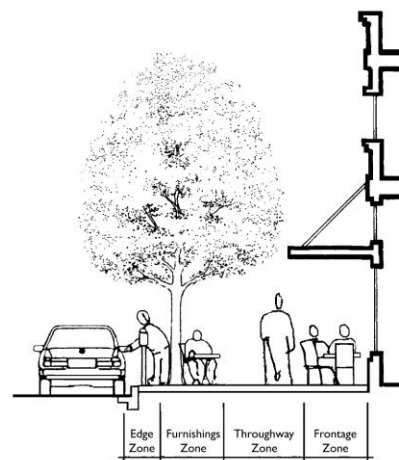
## **6. Rail**

Marshall is located on the Norfolk Southern Piedmont Route (B Line) which runs from Riverton/Front Royal to Manassas. Front Royal is the location of the Virginia Inland Port (VIP), an intermodal container transfer facility. The VIP provides an interface between truck and rail to transport ocean-going containers to and from The Port of Virginia at Hampton Roads. Rail transport is experiencing a revival throughout Virginia as a function of increasing energy costs, and this trend is likely to continue. To facilitate the use of rail and the VIP, the Virginia Department of Rail and Public Transportation is funding extensive improvements to the B Line. These improvements include new and extended sidings and a modern rail signal system. Future planned improvements include speed and running time improvements such as road bed stabilization. The result will be increased speed and an increased volume of freight trains on this line through and around Marshall. With the construction of additional spurs along the portion of the B Line running through Marshall's industrially-zoned area, Marshall can be a favored location for new rail-served businesses. For example, the recent construction of a regional warehouse by Capitol Building Supply was made possible by the ability to access the B Line with a new rail spur behind the building.

To the east, the Virginia Railway Express (VRE) is planning to extend commuter rail service along the Norfolk Southern B Line from Manassas to Gainesville and Haymarket. Over the long term, it is possible to envision commuter rail service along the entire B Line through Marshall and beyond to Front Royal. While passenger rail service to Marshall is as yet speculative, the ideal location would be at the east end of Main Street on the Hagerstown Block property. A commuter rail station in this location, as part of a mixed use, transit-oriented development with commuter parking as well, would serve Marshall well. The Neighborhood Plan (see Figure 8) shows the Rail Station Zone where a future passenger rail station could be located.

## **7. Pedestrians/Sidewalks**

Safe pedestrian access throughout Marshall is essential. Marshall cannot function successfully as a small town if residents cannot move about the town freely and safely without their cars. Trips to shops, services and recreation should be able to be accomplished without a vehicle. Sidewalks on both sides of the street are the preferred option (other than in the industrial areas where sidewalks on one side are sufficient). Five foot sidewalks should be the norm on both sides of each secondary



**Wide sidewalks on Main Street will promote an active streetscape.**

or residential street, and wider sidewalks of at least ten feet are recommended wherever possible in key locations, such as along Main Street and the portions of intersecting streets closest to Main Street (Figure ). All traffic signals must include signals for pedestrians as well as vehicles. Clearly identifiable crosswalks constructed from differentiated finish materials are desirable for added safety and for providing pedestrians with a sense of belonging.

## **8. Trails & Bicycles**

While trails should not be viewed as a substitute for sidewalks, they have a definite role in the mobility of Marshall residents, adults and children alike. Within the Main Street areas, Salem Avenue Corridor and close-in residential neighborhoods where sidewalks are present, bicycles should share the low speed, traffic-calmed streets with vehicles and leave the sidewalks to the pedestrians. Further from Main Street and particularly in the outlying areas of the Service District, multi-purpose trails for bicycles and pedestrians are sought as mobility enhancers where sidewalks may not exist and vehicular speeds on the roads are higher. In particular, connectivity to the new Northern Fauquier Community Park (having its own elaborate trail system) and the two outlying schools (W.G. Coleman Elementary School and Marshall Middle School) is an important goal of the Service District Plan. The key components of this network are included in Figure 12. As new development occurs, further links to the trail system, via sidewalks or other internal trails, should be required. Any future schools or other community facilities likewise should be connected to the trail system. Additionally, the stream valleys and minor floodplains within or dividing proposed neighborhoods and existing neighborhoods should be considered as parks and systematically incorporated into a largely natural, passive park network linked with pedestrian paths and bike trails.

## **9. Traffic Modeling**

It is recommended that the County prepare and implement a traffic model for the Marshall Service District in order to better analyze the impacts of proposed new development and redevelopment, as well as changes in regional traffic pressure and patterns over time. Further, large development applications should be required to include traffic impact studies in order to determine the precise roadway improvements required for their projects.

# **VIII. STRATEGIES TO ACHIEVE THE PLANNING GOALS**

This Service District Plan reflects our desires as a community for the future of our town. It embraces a vision for Marshall, and endorses key goals that support that vision. It attempts to apply the vision and goals to the entire town, neighborhood by neighborhood, respecting and reflecting each area's unique attributes. However, no plan would be complete without setting out a specific set of strategies for achieving the vision and goals. The following strategies will help Marshall be the town we envision in this Service District Plan:

### **A. Develop a Marshall “Brand” and Marketing Strategy**

The vision in the Service District Plan cannot happen without the community pro-actively harnessing market forces to spur new investment and growth in and around Main Street. As we have seen in countless other communities, market forces left undirected can result in rampant suburbanization that envelops small towns and robs them of their character, individuality and quality of life. Proactive intervention is required. By proactive intervention, we mean that it is necessary to figure out what characteristics of our town and our heritage can help promote the type of development that is consistent with our vision.

Marshall sits in the saddle of American history. From the Revolutionary War, to the shaping of a new nation, to the Civil War, Marshall played a role that students of history find significant and important. Equally important, Marshall sits in a region filled with American historical significance that can operate as a draw for local residents and tourists alike. Marshall also sits in the saddle of Virginia horse and hunt country. Along with Middleburg, Upperville and other nearby towns, Marshall’s nearby farms and fields are home to a robust equine tradition. Marshall is at the center of an area whose farms are leading participants in the burgeoning locally grown food movement in the greater Washington region, a movement that has spawned a whole new realm of retailing and service business opportunities from livestock and meat sales to gourmet shops to restaurants to cooking schools to farmers’ markets to picking orchards, and is just getting started. Finally, Marshall is at the center of a nascent wine industry that has the potential to produce (and has begun to produce) fine, competitive wines.



**The Crooked Run Valley is part of the agrarian setting of Marshall.**

These assets ought to be valuable in establishing a brand and a marketing niche for Marshall that is capable of nurturing a rebirth of Marshall’s Main Street. However, Marshall has never implemented a systematic, professionally designed marketing initiative to fine tune the brand and the message for the purpose of attracting new businesses. It is time for this type of initiative to occur. The rebirth of Main Street will not happen by luck or wishful thinking; it will take a carefully orchestrated marketing plan. Failure to implement such a plan will result in Marshall attracting only a haphazard mix of businesses without the necessary critical mass for Main Street to succeed. Thus, the County in cooperation with MBRA should hire a marketing consultant specializing in small towns and their main streets to help the Marshall community develop a marketing strategy that will be a critical element of any successful land use plan for Marshall.

### **B. Invest in Main Street**

A comprehensive plan can lay out a vision for growth, but cannot make it happen. Nor can a comprehensive plan force growth into preferred locations. If we want Main Street to prosper as the central focus of our town, we will need to make the kinds of public sector infrastructure investments that encourage private investment to follow.

Fortunately, important new investments have already recently begun. In the summer of 2009, we saw the milling and repaving of Main Street, a desperately needed investment that single-handedly has improved the image and feel of the Main Street corridor. In late 2008 to early 2009, WSA completed the installation of new water lines on the Main Street corridor. Now, for the first time in years, both water and sewer connections are available in Marshall. With the recent installation of a new water tower at the west end of town and the connection of the first of several new wells in December 2009, both water pressure for the fire hydrants and water quality for the businesses and residents are improving dramatically.

For the past three years, the MBRA (in cooperation with the County) has applied for and received a series of Transportation Enhancement Grants for the design and construction of significant improvements to Main Street. These grants are awarded by the Commonwealth Transportation Board and administered in cooperation with VDOT. In the aggregate, the



Infrastructure improvements will improve the appearance and functionality of Main Street.

awarded Marshall Main Street grants now total more than \$1 million. Additional grants will be needed, but should be achievable now that the Marshall Main Street project is established. The grants are applied for on an annual cycle and the application for the next construction phase was submitted on December 1, 2009. The proposed improvements include new sidewalks, curbs and gutters, new street trees and street lighting, new pedestrian crosswalks, and the undergrounding of the overhead electric and telephone and cable TV lines. The project area runs from the railroad crossing at the east end of Main Street to the Rescue Squad property near the west end of Main Street. Design work for the entire project should begin in early 2010, and construction of the first phase, running from Winchester Road to Frost Street, should begin in 2011. Completion of all phases is expected to take several years, but tangible results should be visible on Main Street by late 2011 to early 2012.

In addition to the streetscape improvements on Main Street, this Plan envisions a number of small parking lots located along or behind the Main Street corridor. These parking lots would help to handle the parking needs of Main Street businesses and residents, while facilitating more dense and compact development on the private parcels, consistent with a traditional town approach. The Plan further envisions either public or private alleys linking these parking areas with the rear yards of the properties lining parts of Main Street and Salem Avenue, so that the sidewalks in front will not be as interrupted with curb cuts in the future. Thirdly, this Plan



envision the acquisition of land for at least one significant public green or common along or accessible to the central part of Main Street. Finally, the Main Street corridor also needs a storm water collection system to collect and filter storm water runoff resulting from both existing and future development. Other types of grants may be available for these types of infrastructure needs in Marshall, either from the government or even private foundations in some cases. The community and County should be constantly on the lookout for grant opportunities that could supplement private investment along Main Street.

To complement the public investment, a financing program should be structured to assist property owners in the Main Street corridor with their own building façade improvements that will strengthen the overall image of Marshall's Main Street. Local banks should be approached with a plan to provide coordinated loan packages specifically designed to facilitate property owner initiated façade improvements to the buildings along the Main Street corridor.

### **C. Schedule a Gateways Planning Charrette**

Marshall's gateways, particularly those to the east and south of town, must be reclaimed as attractive "front doors" to our town of which we can all be proud, and which announce our traditional town vision and goals. While the section of the Service District Plan relating to gateways sets forth a general vision for these areas, specific design assistance is needed from a team of professional architects, planners, transportation and marketing consultants. The best way to secure this type of professional input in a setting that maximizes citizen participation is to schedule a planning and design charrette for the gateway areas. Many communities have used this approach effectively. Most recently, a two-day design and planning charrette was utilized in Bealeton to help tie down the details of a larger vision for the north end of that town. The charrette for the Marshall gateways would likely last approximately three days, and should be scheduled for the first part of 2010.



The Southern Gateway charrette will develop strategies to preserve and emulate what is best in the Gateway.

The “deliverable” from the charrette process would be a community-supported land plan, complete with design details, for each of the gateway areas – a plan that would be incorporated into this Service District Plan. The plan produced by the charrette also would form the basis for the implementation of a potential rezoning of the gateway areas, as well as a highway corridor overlay district, pursuant to existing Virginia enabling law, that would allow for greater regulation of the design and planning of the entrance corridors.

Specific design and planning goals for the gateway areas should include:

- Promoting attractive architecture suited to Marshall and the Piedmont rather than typical highway-oriented lot layout and building design;
- Emphasizing street layouts and designs that accommodate motor vehicles but cater to the pedestrian;
- Linking the gateways to the center of town so that they are easily accessible to town residents;
- Encouraging entrance features that announce Marshall’s unique identity; and
- Preserving old, established trees and employing landscaped design features that are sensitive to and compatible with the historic community buildings and the adjoining neighborhoods.

Paramount in the discussion of the gateways is the importance of assuring that the gateways do not eclipse the Main Street corridor. Rather, the gateway areas must be planned and designed to function as discreet neighborhoods that complement the Main Street corridor and the town as a whole. These entrances to town should be developed and improved in such a way as to reflect the civic pride of Marshall, as well as its unique visual character and identity.

#### **D. Update the Zoning Code**

Ever since the last revision of the Marshall Service District Plan in 2003, there has been discussion in Marshall about updating the Zoning Code to reflect the Service District Plan vision. Work commenced in 2004 on a Form-Based Code approach to the Main Street corridor that would codify many of the ideas set forth in this Plan. The Form-Based Code initiative for the Main Street and Salem Avenue corridors should now be completed and implemented, with the appropriate public process necessary for any rezoning.

The creation of the local historic district overlay zone will assist in the preservation of historic structures within the National Register Historic District, and should be implemented as soon as possible, along the lines laid out in Section V of this Plan. As an initial step, an exploratory committee should be designated to flesh out the details of the proposed regulations, meet with the County Attorney to discuss a draft ordinance, and work with property owners within the Historic District to secure their support and cooperation.

In addition to the rezoning for the Main Street and Salem Avenue corridors, it will be important to address the existing by-right zoning for various residential neighborhoods (see Figure 15). While the existing density designations are acceptable for the by-right zoning, further elements of traditional neighborhood design should be introduced into the zoning code to the extent

permissible under Virginia law. While pure architectural design may not be mandated under by right residential zoning, certain concepts of building mass and site layout may be addressed through rules relating to setbacks, building height and the like. The existing by-right residential zoning includes rules that are very suburban in their orientation, and must be revised to facilitate the traditionally designed neighborhoods we prefer. It is anticipated that sufficient incentives are in place under this Service District Plan to strongly encourage property owners to propose new residential projects under rezonings to the elective PRD (Planned Residential Development) designation. However, the introduction of certain TND design elements into the by-right zoning will provide at least some assurance of more traditional neighborhood layouts even where property owners elect the by-right zoning over PRD. Nonetheless, as an elective rezoning on the part of the property owner, rezonings to PRD may legally require, if approved by the County, a full Code of Development enforcing essentially all aspects of planning and architectural design. The County's existing PRD ordinance, recently rewritten in early 2009, is satisfactory for this purpose, and should be encouraged as a means of gaining maximum comfort that new residential development will conform to the vision of the Plan.

Updating the gateway zoning, as discussed above, will follow the gateways charrette exercise. It may take the form of a comprehensive rezoning, specific zoning text amendments, the creation of one or more gateway corridor zoning overlay districts, or some combination of the above.

As a separate exercise, it will be necessary to review the goals of this Service District Plan for the Rail Station Zone in order to determine whether existing zoning categories provide an effective regulatory framework for this area, or whether a new by-right or elective zoning category is desirable.

Finally, it is appropriate to review the current industrial zoning categories (light industrial and heavy industrial) in order to determine whether a better approach would be to have one zoning category for all of the industrial land in Marshall that includes the most appropriate attributes of both existing categories, and deletes the less appropriate attributes of each category as well. Marshall's industrial zoning should underscore the advantage of rail spur proximity, but at the same time, limit or eliminate uses that are likely to overwhelm our streets with large truck traffic, or our adjacent neighborhoods with noxious levels of noise, artificial light or odors. An industrial zoning category that also allowed less intense industrial uses such as contractor/service industry offices and yards, as well as flex and office space, may be desirable.

#### **E. Identify Strategies For Down-sizing Marshall's Ultimate Build-out**

If Marshall's ultimate build-out is to be reduced to 5,000 residents, while maintaining the policy direction for mixed use in the Main Street and Salem Avenue corridors and TND incentives in the residential neighborhoods, then it will be necessary to reduce the by-right residential development potential on the periphery of the town. The most likely areas for such reductions are on the currently undeveloped northern periphery in the Residential – North neighborhood, and in the Residential – East neighborhood where significant undeveloped land remains. In any of the residential neighborhoods, the substitution of age-restricted residential or assisted living units for unrestricted residential units, while not



necessarily reducing the number of units, at least reduces their adverse fiscal implications such as the capital cost of additional school seats.

While a comprehensive down-zoning of portions of the Residential – North and Residential – East neighborhoods could be considered, such a strategy could engender significant ill-will from affected property owners whose overall cooperation in the implementation of this Plan’s vision would be both helpful and welcome. Thus, other strategies should be considered first. The County, through its PDR program, already has policies in place that could be used to acquire unwanted by-right development capacity on the periphery of town. In addition, various conservation organizations active in the community, such as the Piedmont Environmental Council, have assisted in the structuring of voluntary transactions that utilize conservation tax credits, bargain sales and other methods to help property owners who wish to reduce their development rights do so in a way that is financially sensible to them.

Promoting continuing care, assisted living and age-restricted housing not only helps address the adverse fiscal affects of residential development, but serves a legitimate housing need in the community. Elsewhere in this Service District Plan, housing that serves our senior population is recommended, particularly if it is fully integrated into the residential fabric of our neighborhoods in a way that creates essentially seamless intergenerational living. This could be an important strategy for blunting the fiscal impacts of residential development while maintaining property value for owners of residentially owned land.

Identifying viable institutional uses for some of the residentially zoned land in the Residential – North and Residential - East neighborhoods also would reduce the sheer number of potential residential units. Uses such as schools, churches, parks, playgrounds, and the like are ways of finding monetary value (sometimes in the form of state, federal or private foundation grants) in land that should no longer be targeted for residential growth. The new Northern Fauquier Community Park is an excellent example of this strategy – the community gained a great recreational asset at the same time that many potential residential units were eliminated.

In some cases, property owners may be willing, for the good of the community, to place conservations easements on their land that both accomplish a worthy social goal and provide some compensating tax benefits. This was the case with a majority of the Backer property on the east end of town. Thanks to Mr. Backer’s generosity, a significant amount of residential development capacity was eliminated and an important view shed was preserved.

In the previous Service District Plan, the area north and west of the community center was labeled on the Existing Sewer Service Map as “Outside Initial Gravity Service Area.” This was an effort to focus development toward the center of the Service District. Under Virginia law, the WSA cannot withhold sewer taps based on a phasing plan, however it is possible to withhold taps in an area clearly designated as a non-sewered area of the Service District. This has been done by the County in a number of the other service districts. However, new state legislation allowing by-right alternative sewage systems could limit the effectiveness of a non-sewered area designation. Nonetheless, such a designation could be considered for portions of the Residential – North and Residential – East neighborhoods.

While the constraints of Marshall's sewer capacity and the current recession provide a window of opportunity for the study and implementation of these strategies, there is no time to waste. Once this Plan is adopted, individual property owners whose land might play a role in these strategies should be contacted, and a dialogue opened, as soon as possible.

#### **F. Select a Town Architect**

The Codes of Development required pursuant to rezonings to PRD, or under some site plan applications in a highway corridor overly district, will necessitate the implementation of a process where property owners are able to seek both advice and design approval regarding their designs for new construction or substantial renovation. This is sometimes accomplished through the appointment of an architectural review committee, but can be accomplished more efficiently with the selection of a town architect, hired by the County and responsible to the community. A town architect could become a County employee, but more likely, would be an architect in private practice hired under contract by the County to perform this role in Marshall (and/or elsewhere in the County). While the cost of utilizing a town architect would be borne by the property owner/applicants through a specific fee schedule, the Town Architect's contract must be clear that the Town Architect works for the public rather than the applicant. The advantage of a professional architect rather than a lay committee is that a more efficient process is created, and one with likely better results for the town and the property owner. The County should commence the process of formulating an RFP (Request For Proposals) so as to facilitate the hiring of a Town Architect in 2010.

#### **G. Implement a TDR Ordinance**

In the early 2009 legislative session, the General Assembly passed a bill giving the counties broader authority to implement local TDR (Transferable Development Rights) ordinances. TDR's are embraced by this Service District Plan as a way to allow market forces to facilitate the relocation of existing development rights from outside the Service District, or from the fringes of the Service District, into the core neighborhoods in and around Main Street. Currently, the Virginia Association of Counties has convened a working group to develop a model TDR ordinance that counties may use as a guide for their own local statutes. The County should implement a TDR ordinance that effectively meets the goals of this Service District Plan as soon as practically feasible so that TDRs may be employed as an effective planning tool in Marshall.

#### **H. Implement a Community Development Authority**

Existing Virginia enabling legislation provides for the creation of *Community Development Authorities* to finance, own and operate municipal infrastructure investments where no local town government exists. A *Community Development Authority* potentially is an excellent vehicle for financing and holding infrastructure in Marshall that might include town parking areas, rear alleys, storm water collector and filtering facilities including, storm water management ponds, and even local open spaces areas such as greens, commons, pocket parks and playgrounds. A *Community Development Authority* also could have responsibility for the marketing and promotion of Main Street and other town events, and operate the street

lights and other seasonal decoration programs for the town. Marshall already has a special taxing district for the Main Street area that was originally created to keep the street lights on. In early 2008, the County ordinance for the special taxing district was amended to broaden its use to all of the other infrastructure and promotional investments and activities that Marshall might need in the future. Although the tax rate remains at the very low level necessary only to power the street lights at night, the special taxing district would be a way to raise revenue for the financing of important Main Street corridor projects, and for promoting the town. The community and the County should work together to develop a specific plan for the creation of a *Community Development Authority* and the further utilization of the special taxing district. Any increase in the tax rate for the special taxing district appropriately will require a public input process to assure that residents and businesses are satisfied that they are receiving good and fair value for any additional tax burden incurred.

### **I. Acquire Land for Parks, Parking and Alleys**

There is currently much land in and around the Main Street and Salem Avenue corridors that remains undeveloped or underdeveloped. Some of these parcels may be appropriate for acquisition by the County or the proposed Community Development Authority for the purpose of small municipal parking areas, access alleys behind Main Street, or open space areas. The County should begin discussions with property owners to determine whether there may be a willingness to sell all or a portion of any such parcels, either now or in the future. In some case, the appropriate parcels of land may be candidates for donation to the County or Community Development Authority as part of an approved proffer package in connection with a requested rezoning. It is also possible that a property owner may desire to contribute land to the community as a charitable contribution under circumstances, and with conditions, to be worked out by the parties. Following discussions with affected landowners, and based on expressed desire to work with the County, an alley, parking and open space plan should be further developed and added to this Service District Plan to memorialize the town's goals in this regard.

### **J. Study a Town-Wide Storm Water Management Plan**

Storm water management remains a serious problem for Marshall. Rain water collection gutters on Main Street typically drain into open ditches leading to the yards of private property owners. The water is not filtered in any meaningful or responsible way. On Marshall's side streets, storm water runoff is handled haphazardly, with many properties having been developed long before storm water management regulations were in place. New development is required to install on-site, property specific storm water management and retention systems, but these systems often take up so much room that the desired compact, traditional town development is not possible. A possible solution would be a town-wide storm water management and collection system that allows property owners to tie into a larger collection network that channeled the water to larger retention ponds on the periphery of the town. These larger ponds, employing the latest green design features, could potentially do a better and more efficient job of collecting and filtering storm water runoff, and could become attractive recreational amenities for the community. In this scenario, property owners pursuing new development would contribute to the Community

Development Authority, for example, the same amount of money that they would otherwise have spent on site in order to help fund this town-wide system. While proceeding with the implementation of communal storm water management for Main Street itself makes sense currently, the larger question of town-wide storm water management requires further study. That study should be commenced. And as part of that analysis, low impact development techniques that minimize development-created runoff should be examined as an important component of any responsible solution to this problem.

#### **K. Map Significant Trees and Adopt a Tree Save Ordinance**

Marshall has lost too many of its mature trees over the years. With the widening of Main Street in the 1950's, the trees that gave Main Street much of its small town charm and grace were eliminated, and now must be restored. Various development projects over the years have cost the town other important trees and stands of trees. The recent site clearing work at the 17/66 property resulted in the destruction of a number of beautiful old oak trees simply because the County did not require the developer to preserve them. Thus, a thorough accounting of Marshall's remaining important trees is warranted, as well as the implementation of an ordinance that will require any new development to be planned around these existing, mature trees. Many other communities have stood up for their trees. It is time that Fauquier County do the same, and Marshall can and should take the lead on this important initiative.